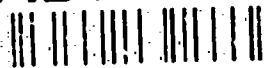


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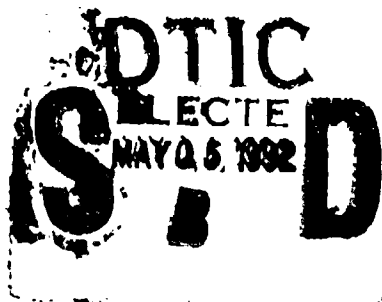
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JOINT DUTY PREREQUISITE FOR PROMOTION TO GENERAL/FLAG OFFICER

BY



Colonel Dennis M. Savage
United States Army

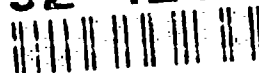
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JOINT DUTY PREREQUISITE
FOR PROMOTION TO GENERAL/FLAG OFFICER

AN INDIVIDUAL STUDY PROJECT

by

Colonel Dennis M. Savage
United States Army

Colonel Donald W. Bruce
Project Advisor

U.S. Army War College
Carlisle Barracks, Pennsylvania 17013

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ABSTRACT

AUTHOR: Dennis M. Savage, COL, USA

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The Goldwater-Nichols Department of Defense Reorganization Act of 1986 was enacted to put a halt to Service parochialism and improve the warfighting capability of the United States. Congress mandated a series of sweeping policies involving joint officer management (that is, Title IV). One of the Title IV provisions was requirement for a Joint Duty Assignment (JDA) as a prerequisite for promotion to General/Flag Officer (G/FO) (pay grade O-7). The study examines the challenges of implementing Joint personnel policies, particularly the integration of a JDA into officer professional development career patterns. Typical career patterns of Army officers leading to selection to G/FO are reviewed and compared to selected Title IV provisions. The study concludes that the requirement for a JDA as a prerequisite for promotion to G/FO is only one of many Title IV requirements. Full implementation may take yet another decade since it takes high performing Critical Occupation Specialty officers roughly 14 years to receive adequate officer professional development (OPD) from Major to Brigadier General. Army officers of the highest caliber will be selected for promotion to G/FO. It is likely that most will have served a JDA before their selection. Those selected that have not had a previous JDA will not be excluded from the promotion list because they have not had a prior JDA. On the contrary, those G/FO-selectees without a previous JDA likely will receive a Good of the Service (GOS) or Scientific/Technical waiver from the Secretary of Defense. Those receiving a GOS waiver will serve their first assignment as a G/FO in a non-Critical JDA. Further, it is not likely that the JDA List will be so tightly managed that it could not accommodate the numbers of G/FO-selectees that must go to a JDA upon promotion. Recommendations include revising Department of the Army Pamphlet 600-3, the Army's OPD guide, more vigorous use of JDA tour length exclusions, and adjustments to the size of the JDA List to parallel the Army's likely future force structure.

TABLE OF CONTENTS

	Page
ABSTRACT	ii
LIST OF ILLUSTRATIONS	iv
LIST OF ACRONYMS	v
INTRODUCTION	1
Background	2
Assumptions, Scope, and Methodology	4
THE PATH TOWARD GENERAL/FLAG OFFICER	7
Joint Duty Assignment Prerequisite for Promotion to General/Flag Officer: Exceptions	9
Joint Promotion Objectives	11
Army Officer Professional Development (OPD)	14
Joint Professional Education (JPE)	18
Joint Tour Lengths	19
THE IMPACT ON OFFICER CAREER PATTERNS	21
Early Transition Career Patterns	21
Mid-Transition Career Patterns	25
CONCLUSIONS	33
RECOMMENDATIONS	36
ENDNOTES	38
BIBLIOGRAPHY	41

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LIST OF ILLUSTRATIONS

	Page
<u>Tables</u>	
Table 1 Army Promotions And Waivers - Colonel To Brigadier General	10
Table 2 Army Promotions - Major To Lieutenant Colonel .	12
Table 3 Army Promotions - Lieutenant Colonel To Colonel	13

<u>Figures</u>	
Figure 1 Army Officer Professional Development Including A Joint Duty Assignment	16
Figure 2 JSO Designation Prior to 1 Oct 89 Due to JPE Only	22
Figure 3 JSO Designation Prior to 1 Oct 89 Due to JPE And JDA Prior to or After 1 Oct 89	23
Figure 4 JSO Designation Prior to 1 Oct 89 Due to JDA Only	24
Figure 5 JSO Nomination After 1 Oct 89 Due to JDA After 1 Oct 89 Without JPE	26
Figure 6 JSO Designation After 1 Oct 90 Due to Phase II JPE And JDA After 1 Oct 90	27
Figure 7 JSO Nomination After 1 Oct 90 Due to National War College or Industrial College of the Armed Forces Attendance <u>With</u> JDA After 1 Oct 90	29
Figure 8 JSO Nomination After 1 Oct 90 Due to National War College or Industrial College of the Armed Forces Attendance <u>Without</u> JDA After 1 Oct 90	30
Figure 9 JSO Designation After 1 Oct 89 Due to National War College or Industrial College of the Armed Forces Attendance After 1 Oct 90	31

LIST OF ACRONYMS

AFSC	Armed Forces Staff College
ASD/FM&P	Assistant Secretary of Defense, Force Management and Personnel
BN	Battalion
CJCS	Chairman, Joint Chiefs of Staff
COS	Critical Occupational Specialty
DOD	Department of Defense
FA	Functional Area
FY	Fiscal Year
G/FO	General/Flag Officer
GAO	General Accounting Office
GNA	Title IV of The Goldwater-Nichols Department of Defense Reorganization Act of 1986
GOS	Good of the Service
HQ	Headquarters
ICAF	Industrial College of the Armed Forces
ILSC	Intermediate Level Staff College
J-1	Joint Staff--Directorate of Personnel
JCS	Joint Chiefs of Staff
JDA	Joint Duty Assignment
JDAL	Joint Duty Assignment List
JPE	Joint Professional Education
JSO	Joint Specialty Officer
NWC	National War College
OPD	Officer Professional Development
PCS	Permanent Change of Station
Pro	Professional
S-3	Operations Officer
Sci/Tech	Scientific or Technical
SECDEF	Secretary of Defense
SSC	Senior Service College
SSC(-)	Senior Service Colleges except the National War College or the Industrial College of the Armed Forces
XO	Executive Officer

INTRODUCTION

"The services are constantly seeking to safeguard their own independence, to increase their share of the defense budget, to develop their own force structure, and to justify their existence to the Congress and the American people. Consequently, the services are hardly the organizations to trust with joint, cooperative, integrated military matters." ¹

The Goldwater-Nichols Department of Defense Reorganization Act of 1986 was enacted to put a halt to Service parochialism and improve the warfighting capability of the United States. Indeed it is important to underscore that the Act has evolved. In the original legislation, Congress mandated a series of sweeping policies involving joint officer management (that is, Title IV). Later, Congress fine-tuned Title IV (hereafter simply GNA) within Authorization bills over the next three years. Their intent was to make clearer their expectations and to foster realistic implementation by the Department of Defense (DOD) and Services. The specificity of these changes, however, poses a significant challenge for those that must carry out GNA. Implementation has been both complicated and confusing because of these changes.

GNA sought to improve the quality, education, and experience of officers assigned to joint duty. Major provisions require:

- joint professional education (JPE) to prepare officers for joint duty;
- specific joint duty tour lengths to leverage JPE and joint operational development;
- creation of a joint duty assignment (JDA) list (JDAL);
- a joint specialty to identify officers skilled in joint matters (i.e., Joint Specialty Officer (JSO));

- promotion standards to ensure only high quality officers are assigned to joint duty;
- reports to Congress on joint personnel management actions; and,
- a JDA as a prerequisite for promotion to General/Flag Officer (G/FO) (pay grade O-7).²

The focus of this study is on the Army's implementation of GNA. The purpose is to examine the challenges of implementing Joint personnel policies, particularly the integration of a JDA into officer professional development career patterns. The study reviews the typical career pattern of Army officers leading to selection to G/FO, and examines how well the Army has been implementing selected provisions of GNA. It also points out the challenges of integrating the typical Army career pattern with various GNA requirements. The study suggests that the Army is making GNA implementation a priority. It cautions that full implementation may not be a realistic expectation until the turn of the century or later, if then.

Background

The intent of Congress in linking a JDA to promotion to G/FO was to foster better warfighting expertise.

"A joint tour assignment is essential to the optimum performance of higher command duties. Such assignments require not only the highest caliber of staff work but also an appreciation of the many other factors involved and the capacity to work in harmony with other nations and staffs and agencies of our Government."³

The 1978 DOD policy above, reflected in a DOD Directive dating

back to 1959, clarified the requirement for active duty officers in the rank of Major or Navy Lieutenant Commander through Colonel or Navy Captain in all the Services "to serve a tour of duty with a Joint, Combined, Allied, Unified command or staff, a Defense Agency, or the Office of the Secretary of Defense ... to qualify for promotion to the grade of brigadier or rear admiral (Navy)." ⁴ The Directive also specified the conditions under which waivers could be given and exemptions granted.

DOD policy and practice differ, however. In a 1978 Report to the Secretary of Defense on the National Military Command Structure, Richard C. Steadman concluded that historically the Services had been unwilling to assign their most highly qualified officers to the Joint Staff. The very top officers were more frequently on the Service staffs. Mr. Steadman made several recommendations: that the Joint Staff be staffed with the best qualified officers; that joint duty be made a promotion criterion; that the Chairman, Joint Chiefs of Staff (CJCS) be given authority to obtain the officers of his choosing for the Joint Staff; and, that the Secretary of Defense (SECDEF) narrow the joint assignment definition.⁵

Practice did not appreciably improve over time. Outgoing CJCS General David C. Jones testified in 1982 before Congress that with respect to the G/FOs that had served on the Joint Staff within the past five years "... less than sixty percent had served previously in any kind of Joint assignment, even though DOD policy states that a Joint duty assignment is a prerequisite

to promotion to flag rank and Joint duty for that purpose is broadly (actually, too broadly) defined." ⁶

Four years later Congress--fed up with the malaise within the Defense warfighting community--concluded:

"The essence of 'jointness' is for an officer to be willing and able to act on the basis of his knowledge of joint military operations and requirements even though his actions may be contrary to the parochial interests of his own service.

Such jointness will not be realized until the joint military structure is able to take care of its officers." ⁷

With that, Congress altered the military structure. The result was GNA. Hence, in passing GNA Congress merely borrowed from DOD policy. Congress mandated through the efficacy of law what had largely been previously unenforceable as policy.

Passage of GNA prompted DOD and the Army to scramble to implement its provisions. The Assistant Secretary of Defense, Force Management and Personnel (ASD/FM&P), acting for the SECDEF, established Title IV Implementation Action Groups to coordinate GNAs implementation.⁸ The Joint Staff--Personnel Directorate (J-1)--implemented policies and procedures, defined JDAs, and developed a JDAL consistent with the intent of GNA.⁹ The Army, in concert with ASD/FM&P, Joint Staff, and the other Services, began the arduous task of GNA compliance.¹⁰

Assumptions, Scope, and Methodology

Three assumptions guided this study. First, the GNA and its amendments are enduring realities. GNA provisions will not significantly change over the next 10-15 years. Second, the

Army's past officer professional development or career path requirements will not materially change during the next 10-15 years. Third, conclusions and recommendations will be framed within the existing parameters of the law. No changes in the law will be recommended.

To determine how well the Army was doing on the requirement for a JDA as a prerequisite for promotion to G/FO, the SECDEF's waiver usage was reviewed. Results should show whether the requirement for a JDA was being circumvented through various waivers.

Army promotions were reviewed to determine the quality of officers being assigned to JDAs. Findings should reveal the caliber of officers that will inevitably be the precursor to selection for G/FO.

The Army's typical officer professional development (OPD) career pattern was reviewed to determine the contemporary challenges of integrating GNA into Army OPD.

A template was developed to compare GNA implementation with the Army's typical career pattern leading to promotion to G/FO. This approach matches GNA implementation as it has evolved with the Army's existing and future officer corps inventory. Eight GNA career paths were developed using most GNA provisions involving Army Critical Occupational Specialty (COS) officers. Army COS officers are those with Infantry, Armor, Artillery, Air Defense Artillery, Aviation, Special Forces, and Combat Engineer specialties.

The researcher agreed to a non-attribution policy in some cases. This was necessary to encourage discussion with informed and knowledgeable people on sensitive G/FO matters and internal Army operating procedures. Sensitive information provided on condition that the source would not be identified will be so noted.

THE PATH TOWARD GENERAL/FLAG OFFICER

Since 1987 there has been a plethora of GNA implementation studies. Most deal with the larger issue of Joint officer quality as measured by promotions and Joint education. However, there are no studies based on empirical data specifically devoted to the issue of a JDA as a prerequisite for promotion to G/FO.¹¹ Yet the previous GNA implementation studies together with information gleaned for this study provide insights into the requirement for a JDA as a prerequisite for selection to G/FO.

First, GNA does not specify the penalty for noncompliance. The law is silent on the "punishment" that will be meted out to DOD or the Services if the standard--a prior JDA to qualify for promotion to G/FO--is not met. The law does require the SECDEF to report a GNA "failure" together with corrective action taken or planned.¹² Nor has Congress set a standard in law by which SECDEF's waiver usage is evaluated as acceptable or not. Congress, however, could choose to manage the entire personnel management arena should they determine that not enough progress has been made to carry out Joint personnel policies. From DOD's perspective, that would be undesirable.

Second, research reveals that not a single Colonel or Navy Captain has been denied promotion to G/FO because a JDA was lacking. This could be a function of the transition period that most in the Army believe we are still in.

Third, neither the SECDEF nor his staff is considering withholding waiver authority for future G/FO-selectees who do not

have the prerequisite JDA. Prudent DOD officials find the idea absurd. Technically, Congress could withhold confirmation of G/FO-selectees. DOD views this option as unlikely, however.¹³

Finally, there are no conditions now or in the future in which the JDAL could not accommodate a first assignment of a G/FO-selectee after the officer's promotion to G/FO should that officer need a JDA with SECDEF waiver.¹⁴ The latter, however, makes three assumptions. Assumption one: Congress continues to allow the SECDEF to grant waivers and he uses that authority. What Congress gives, however, they may also take away. Assumption two: the size of the JDAL is not a relevant factor. The trend has been larger vice smaller. As of Fiscal Year (FY) 1992 there were 8,862 JDAs, up from 8,233 in FY 1987.¹⁵ Assumption three: the Services' future force reductions of up to 25 percent will have no impact on JDA availability and the JDAL's size. Lost in this optimism, of course, is the reality that the Services will increasingly find it difficult to satisfy their own officer requirements.

Concern over a JDA as a prerequisite for promotion to G/FO lies in the context of other GNAs provisions. Four GNA areas will be examined which could disclose how well the Army is implementing GNA. The first deals with the SECDEF's use of waivers involving Army officers selected for promotion to G/FO. The second considers GNA's Joint promotion objectives. The third addresses Joint professional education. The fourth discusses Joint tour lengths and the impact on COS officers.

Joint Duty Assignment Prerequisite for Promotion to
General/Flag Officer: Exceptions

Section 404 of GNA states that an officer may not be selected to G/FO unless the officer has served in a JDA. However, GNA authorizes the SECDEF to waive the JDA requirement:

- when necessary for the Good of the Service (GOS);
- for officers selected on the basis of Scientific or Technical (Sci/Tech) qualifications; and,
- for Professional (Pro) officers in Medical, Dental, Veterinary, Medical Service, Nurse, Biomedical Science, Chaplain, and Judge Advocate specialties.¹⁶

The law also requires SECDEF to use waiver authority on a case-by-case basis and issue procedures governing waiver usage. Until 31 December 1993, the SECDEF can also provide a Joint Equivalent (JE) waiver. The JE waiver is Joint duty credit for a Joint equivalent assignment begun before October 1986 and in some cases, October 1987, which involves significant experience in Joint matters.¹⁷

Army promotions to G/FO and SECDEF waiver usage are reflected at Table 1. Several conclusions can be made from these data. First, G/FO selections have decreased about 25 percent since 1988 while selectees with previous JDAs decreased about 40 percent. Second, the trend is downward from about 85 percent in 1989 to about 76 percent in 1991 if officers with a JE waiver and previous JDA were combined and compared to the total selected for promotion. This downward trend is less than would be the case with a strict JDA-to-selected comparison. Third, data shows that

	<u>88</u>	<u>89</u>	<u>90</u>	<u>91</u>
Selected	50	46	42	38
Joint Equivalent Waiver	NA	9	6	11
Good of the Service Waiver	NA	2	6	4
Scientific /Technical Waiver	NA	5	3	5
Total Officers With Previous Joint Duty	NA	30	27	18
Total JDAL for Brigadier Generals	50	55	53	NA

Sources: Department of Defense, Department of the Army, and Joint Staff

Table 1 Army Promotions And Waivers - Colonel To Brigadier General

use of the GOS waiver is the option of last resort. Once an officer is selected for promotion to G/FO, and, without proof of a prior JDA, or qualifying JE, Sci/Tech or Pro waiver, the GOS waiver is used. Last, the data reveals considerable use of the GOS waiver (close to 10 percent over three years as a percent of the total officers selected for promotion to G/FO). What is an appropriate rate? How many GOS waivers constitute abusive waiver authority? Answers to these questions have not been determined. Nor is anyone questioning whether the SECDEF should continue to

have waiver authority. Obviously, though, neither DOD nor the Services desire Congressional inquiry into waiver usage, but it is always a possibility.

Joint Promotion Objectives

GNA requires the Army to assign its highest quality officers to JDAs. Only Majors and above comprise the JDAL. Therefore, Joint promotion standards apply only to promotion to Army Lieutenant Colonel and above.

Section 662 of GNA prescribes Army promotion policy objectives for Joint officers using three measures:

- officers serving on the Joint Staff are expected to be promoted at a rate not less than those officers serving on the Army Staff;
- JSOs are expected to be promoted at a rate not less than those officers serving on the Army Staff; and,
- officers assigned to Other Joint Duty assignments (not otherwise counted in the above criteria) are expected to be promoted at a rate not less than the Army average for that grade and competitive category.¹⁸

Over time, therefore, most of the top-notch officers selected for promotion to G/FO likely will have had a previous JDA.

Army promotions to Lieutenant Colonel and Colonel for the period Fiscal Years 1988-91 are shown on Table 2 and Table 3, respectively. The Major to Lieutenant Colonel data shows that except for 1990 Other Joint Duty versus the Army promotion average, the Army exceeded the GNA standard. Majors assigned to

	88			89			90			91		
	FTC ELIG	FTC SEL	% SEL	FTC ELIG	FTC SEL	% SEL	FTC ELIG	FTC SEL	% SEL	FTC ELIG	FTC SEL	% SEL
HQ Staff	47	37	78.7	64	51	79.7	59	46	78.0	52	41	78.8
Joint Staff	12	11	91.7	14	14	100	21	19	90.5	12	12	100
Other Joint Duty	115	86	74.8	158	108	68.4	82	41	50.0	97	70	72.2
JSO	0	0	0	56	48	85.7	104	92	88.5	86	77	89.5
Service	1636	1065	65.1	1806	1110	61.5	1636	991	60.6	1597	988	61.9

Source: Department of the Army

Table 2 Army Promotions - Major To Lieutenant Colonel

the Joint arena were quality officers, competitive for promotion to Lieutenant Colonel. Promotion from Lieutenant Colonel to Colonel, however, is a different story.

The Lieutenant Colonel to Colonel promotion data reveals inconsistent performance. Joint Staff versus the Army's Headquarters (HQ) Staff promotions satisfied the GNA standard only in 1989 and 1991. The Joint Staff versus HQ Staff GNA standard was not met in 1988 and 1990, though 1990 data adjusted for Senior Service College (SSC) graduates who later were assigned to Joint billets improve the statistics. With 1990 SSC graduates included, the promotion rate would have exceeded the Army Staff rate by some 10 percent.¹⁹

Officers assigned to Other Joint Duty shows a consistent

	88			89			90			91		
	FTC ELIG	FTC SEL	% SEL	FTC ELIG	FTC SEL	% SEL	FTC ELIG	FTC SEL	% SEL	FTC ELIG	FTC SEL	% SEL
HQ Staff	130	52	40.0	93	37	39.8	67	34	50.7	78	24	30.8
Joint Staff	34	12	35.3	36	19	52.8	17	7	41.2	19	9	47.4
Other Joint Duty	231	61	26.4	95	27	28.4	67	9	13.4	81	22	27.2
JSO	0	0	0	327	153	46.8	105	20	19.0	95	22	23.2
Service	1598	634	39.7	1332	540	40.5	1397	520	37.2	1310	506	38.6

Source: Department of the Army

Table 3 Army Promotions - Lieutenant Colonel To Colonel

pattern of below average promotion when compared to the Army average. For JSOs, only 1989 was in compliance with GNA.

In 1988 the General Accounting Office (GAO) studied Joint personnel policies and drew similar conclusions. They concluded that the Army achieved the promotion objective for selection to Lieutenant Colonel, but fell short of achieving the promotion objectives for Colonel. DOD argued that the shortfall dealing with Colonels was a result of past assignment practices. GAO concluded that if you accept DOD's argument, the Colonel promotion shortfall should disappear by 1991 or 1992.²⁰

Congress chose to measure Joint officer quality through promotion rates. Within the Army, however, an officer gets promoted for past strong duty performance and potential to

perform well at the higher rank. The officer is expected also to perform in a variety of challenging assignments. Finally, the Army officer must perform well compared to contemporaries.

Army Officer Professional Development (OPD)

The path to selection for a potential G/FO is long and arduous. There are many gates. Selection for resident Intermediate Level Staff College (ILSC), battalion command, the Senior Service College (SSC), and promotion are the gates. Each gate allows the officer to progress further along the path. Failure to meet a gate equates to a blocked path.

Department of the Army Pamphlet 600-3, is the Army's officer guide on career development. It models the gates and OPD requirements for all commissioned officers by branch of service. However, in the 1989 version the impact of GNA has not been fully integrated into COS officer career patterns, particularly at the Major level. The guide focuses on branch OPD. GNA implementation is subordinated and subsumed within each of the seven COS branch patterns.²¹ The problem with that construction is that the JDA requirement tends to be buried among other competing, purely Army OPD requirements. The significance of a JDA is lost on the Army's officer corps.

The Army recognizes that the guide is in need of revision. They are working on an update that integrates GNA implementation. Still, the officer's guide complicates an assessment of Army OPD for the purposes of comparing it to the impact of GNA. All seven Army COS branches differ slightly in their treatment of OPD. A

generic Army COS OPD model would be useful in comparing OPD requirements with GNA provisions. The model below accomplishes that need.

A typical Army officer's career pattern through selection for G/FO is depicted at Figure 1. Each professional development requirement equates to a gate. Each gate takes time. All gates on the average take 14 years from selection or promotion to Major to that point in time the Army considers an officer to be qualified for selection to G/FO. Note that a three-year JDA has been added in compliance with GNA.

Nuances embedded within this typical career pattern require further elaboration. First, current Army policy is that upon selection below-the-zone to Major (i.e., early promotion), promotable Captains automatically attend ILSC. This means that the ILSC--the Army's Command and General Staff College--could be completed before the actual promotion to Major. This may provide the early-selected officer with opportunities to develop more rapidly than contemporaries.

Second, both Branch Qualification and Functional Area (FA) Qualification might be accomplished within the same tour. Depending on the FA (i.e., another specialty other than the Army officer's branch) and circumstances, an officer could accomplish both Branch and FA Qualification without a Permanent Change of Station (PCS). Actual duty performance and potential to perform another specialty strongly influences whether this occurs or not. For example, a COS officer with an Operations FA could serve at

Typical Army Career Pattern After Selection/Promotion To Major		
Required Professional Development	Years Required	Other Possible/ Probable Assignments ***
Command and General Staff College	1	Brigade Staff Division Staff
Branch Qualification (BN XO/S-3)*	2	Corps Staff Major Army Command Staff
Battalion Command	2	Department of the Army Staff
Senior Service College	1	Reserve Officer Training Corps
Brigade Command	2	Reserve Component Duty Recruiting Command
Functional Area Qualification **	3	Service School Instructor United States Military Academy Instructor
Joint Duty Assignment	3	Civilian Schooling
Total		14
Source: Sherifield, Michael B., <u>1986 DOD Reorganization Act and Its Effect on U.S. Army Officer Personnel Policy</u> , p. 19. * In most cases, the Officer must serve as both XO and S-3 to be competitive for Battalion Command. ** In some cases, functional area qualification may be satisfied as a Captain. Otherwise, it will be accomplished between Captain and Colonel. *** A typical Officer normally serves in at least one or more of these assignments.		

Figure 1 Army Officer Professional Development Including A Joint Duty Assignment

the Brigade, Division, or Corps level in his FA as well as complete Branch Qualification within the same tour, without a PCS.

Third, there are various ways to achieve Branch Qualification. However, the norm is command at the unit level and strong performance as a Battalion Executive Officer (XO) or Operations Officer (S-3). A pattern other than unit level command and Battalion XO or S-3 assignments begins to lock gates along the path to selection for G/FO.

Fourth, selection for Battalion command is a function of satisfactory Branch Qualification and perceived potential to lead other officers and soldiers. Recent data indicates there is about a 30 percent chance of being selected for Battalion command.²² Yet about 61 percent of eligible Majors are selected for promotion to Lieutenant Colonel.²³ This dichotomy can be easily reconciled. Many Branch qualified Majors do not have the opportunity to be Battalion XO's or S-3's, or those that did just were not competitive for command. Hence, while competitive for promotion to Lieutenant Colonel, their opportunities for Battalion command are limited. For the Lieutenant Colonels not selected for Battalion command, selection opportunities for SSC and promotion to Colonel are markedly decreased.²⁴ One or more gates remain locked along the path to the top.

Fifth, few COS officers command Brigades. Realistically, only those officers that have commanded at the Battalion level are competitive for selection for Brigade command. Only about 25 percent of former successful Battalion commanders get the opportunity to command a Brigade. Less than five percent of successful former Brigade commanders are selected for G/FO.²⁵ Presently, 60 percent of the serving Brigade commanders have not served a prior JDA.²⁶

Last, it is possible to complete a JDA even before an officer enters the Major to Colonel 14-year period. This is done by assigning Army Captains to JDAL billets normally reserved for Majors. To the extent that Army Captain's meet other GNA provi-

sionr, these officers can complete a full JDA and become JSO Selectees. The limiting factor in exercising this option is an Army Captain's lack of experience, though it is a viable option in some cases.

Integrating a JDA into this Army career pattern is difficult when other variables are also considered. The timing of available JDAs, PCS limitations and time on station requirements, and Army requirements all impact on the Army's ability to satisfy its own OPD. As important as integrating a JDA into the typical career pattern is the need to obey other GNA requirements, namely Joint Professional Education.

Joint Professional Education (JPE)

"...the [Joint] weak organizational structure is accompanied by an equally unsatisfactory personnel management system that fails to man joint positions with officers possessing the requisite capabilities in terms of talent, education, training, and experience." ²⁷

Congress recognized that education and training were critical Joint warfighting multipliers. Hence, the original GNA revamped the JPE system. The intent was to enhance Joint education and training, and to maintain rigorous standards expected of future JSOs. Congress directed the SECDEF to review and revise the curricula at each school of the National Defense University (i.e., National War College (NWC), Industrial College of the Armed Forces (ICAF), and the Armed Forces Staff College (AFSC)).

Congress subsequently changed GNA's original JPE provisions in 1990 by establishing Phase I and II JPE. They determined that the NWC and ICAF would suffice for both Phase I and II JPE. The

AFSC would be Phase II-only JPE beginning 1 October 1990. Service ILSCs and SSCs could, with the correct emphasis on Joint matters, award Phase I JPE. Congress further insisted that Phase I and II JPE be completed sequentially as a precursor to assignment to a JDA. Phase I and then Phase II JPE, followed by a JDA and JSO nomination was the prescribed order. An exception was made for COS officers: JPE and the JDA may be completed out of sequence.

Concerned with what they perceived as wasted JPE if graduates were not afforded an opportunity to use the education, Congress made clear their expectations:

"(1) unless waived by the Secretary [of Defense] in an individual case, each officer with the joint specialty who graduates from a joint professional military education school shall be assigned to a joint duty assignment for that officer's next duty assignment; and (2) a high proportion (which shall be greater than 50 percent) of the other officers graduating from a joint professional military education also receive assignments to a joint duty assignment as their next duty assignment." ²⁸

Thus, Congress decided--not the DOD or the Services--what constituted JPE and future officer assignments once they had received JPE. The JPE requirements that previously were a mere bump on the path to G/FO have emerged as yet another gate an officer must negotiate on the path.

Joint Tour Lengths

A full JDA is two years for G/FOs and three years for other officers according to GNA. Maximum length is four years. As an exception, COS officers may serve a two-year JDA and still receive full JDA credit. However, this exception has

percent ceiling of each Service's total JDAs.

This GNA caveat is important. It recognizes the Services' need to maintain a high level of critical warfighting skills. Secondly, it allows the Services to fill personnel shortages in operational organizations. Lastly, the exclusion affords the Services flexibility "when reassignment timing is critical to the officer's professional career development."²⁹ On the other hand, the 25 percent cap puts limits on the Services.

The Army uses the COS exception to the maximum extent possible. During FY 1991, for example, 19 percent of the tour length exclusions were for COS reassignment.³⁰ Called a COS "takeout," this exception has practical applications. The most obvious implication is that it permits the Army to rotate more of its officers through JDAs in a shorter time. Higher numbers of COS officers can get a Joint warfighting perspective and return to operational Army duties after only two years. A two-year COS "takeout" shaves one year from the normal JDA tour, and provides the Army an additional year toward meeting its OPD requirements.

THE IMPACT ON OFFICER CAREER PATTERNS

The JDA prerequisite before selection for G/FO is only one of many gates along an officer's path to the top. GNA has and will continue to have an impact on COS officer career patterns. Army officers, however, must still negotiate OPD gates the Service requires. The Army might argue that GNA, in its complete context, represents a labyrinth of obstacles rather than several gates. While GNA is difficult to follow with all its quality determinants--promotion rate evaluations--JPE and JDA requirements--JSO nomination and selection processes--and many caveats, exceptions, and waivers for COS officers--it is comprehensible. Current and future Army COS officers inevitably will achieve G/FO and do so having served a prior JDA.

GNA implementation as it impacts on COS officer career patterns can be modeled. The Act's considerable transition provisions and its basic tenets will determine the future Army OPD career patterns. The template used in the following pages describes GNA implementation as it impacts on an Army COS officer moving along a career path toward selection for G/FO. Each template depicts GNA implementation in which a current or future G/FO-selectee could find himself. For clarification, SSC(-) includes the Services' SSCs, but excludes NWC and ICAF.

Early Transition Career Patterns

Transition provisions which expired on 1 October 1989 gave the Army the opportunity to identify candidates to be JSOs. The Army used this transition opportunity to nominate and urge the

SECDEF to select JSOs on the basis of either JPE or a prior JDA or both. This was done. Officers who met only the JPE criteria were nominated and selected to be JSOs without necessarily serving a JDA. Selecting JSOs from an officer pool by dint of a prior JDA or equivalent was more difficult because no JDAL existed before GNA. Moreover, officers selected to be JSOs by virtue of a prior JDA may not have had the necessary JPE either.

Implementation of Title IV, 1986 Goldwater-Nichols Act As Amended: The Impact on COS Officer Career Patterns	
Joint Professional Education	Career Pattern
Intermediate Level Staff College	Not Applicable unless NWC or ICAF Attended
National War College	Attended NWC or ICAF, and AFSC or ILSC
Industrial College of the Armed Forces	Attended ICAF or NWC, and AFSC or ILSC
Senior Service College(-)	Not Applicable unless AFSC Attended
Armed Forces Staff College	Attended, and/or Also Attended NWC, ICAF, or SSC(-)
Joint Duty Assignment	
JDA List	No
Joint Equivalents	No
Joint Specialty Officer	
Nominee	Possible, but Most Likely Alternative is Selectee
Selected	Most Likely Alternative
General/Flag Officer Selectees	
Waiver	
Good of the Service	Likely Alternative for COS Officer
Other	Possible Alternative for COS Officer with Sci/Tech Future
None Required	Applicable Only for JSOs with a JDA
First Assignment	
JDA List	Required for COS Officer with a GOS Waiver (No JDA)
Critical	Possible, with Waiver for JSO Without JDA; A Major Anomaly
Non-critical	Likely, for JSO Without JDA; An Anomaly
Service Option	Likely, for JSO With JDA; Likely for COS Officer with a Sci/Tech Future

Figure 2 JSO Designation Prior to 1 Oct 89 Due to JPE Only

Figure 2, Figure 3, and Figure 4 show the career patterns of these COS officers. Of course, the JDA assignment criteria for NWC and ICAF graduates and the resultant JSO nomination processes were in effect.

Some anomalies exist in Figure 2 and Figure 4 career patterns. First, G/FO-selectees who are JSOs without a prior JDA must get a SECDEF GOS or other waiver and serve their first G/FO assignment in a JDA. By virtue of their JSO selection, however,

Implementation of Title IV, 1986 Goldwater-Nichols Act As Amended: The Impact on COS Officer Career Patterns	
Joint Professional Education	Career Pattern
Intermediate Level Staff College	Not Applicable unless NWC or ICAF Attended
National War College	Attended NWC or ICAF, and AFSC or ILSC
Industrial College of the Armed Forces	Attended ICAF or NWC, and AFSC or ILSC
Senior Service College(-)	Not Applicable unless AFSC Attended
Armed Forces Staff College	Attended, and/or Also Attended NWC, ICAF, or SSC(-)
Joint Duty Assignment	
JDA List	Yes, or Joint Equivalent before or after 1 Oct 89
Joint Equivalent	Yes, or JDA before or after 1 Oct 89
Joint Specialty Officer	
Nominee	Possible, but Most Likely Alternative is Selectee
Selected	Most Likely Alternative
General/Flag Officer Selectee	
Waiver	
Good of the Service	Not Applicable
Other	Not Applicable
None Required	Applicable for JSOs with a JDA
First Assignment	
JDA List	Possible, No Waiver Required
Critical	Possible for JSO With JDA
Non-critical	Possible
Service Option	Likely, for JSO With JDA Set/Tech Future

Figure 3 JSO Designation Prior to 1 Oct 89 Due to JPE And JDA Prior to or After 1 Oct 89

they could be slotted in a Joint Critical billet. Recall that JSOs under current GNA are specialists. They are experts by virtue of their training and education, and experienced in Joint matters. The implication is that these officers have served in a Joint assignment: hence their experience in Joint matters. The anomaly is that the Critical billets are supposed to be for experienced Joint officers. One would hope that this officer's

Implementation of Title IV, 1986 Goldwater-Nichols Act As Amended: The Impact on COS Officer Career Patterns	
Joint Professional Education	Career Pattern
Intermediate Level Staff College	Attended, and/or SSC(-)
National War College	Not Attended
Industrial College of the Armed Forces	Not Attended
Senior Service College(-)	Attended, and/or ILSC Attended
Armed Forces Staff College	Not Attended Prior to 1 Oct 89
Joint Duty Assignment	
JDA List	Yes, or Joint Equivalent Before 1 Oct 89
Joint Equivalent	Yes, or JDA Before 1 Oct 89
Joint Specialty Officer	
Nominee	Possible
Selected	Most Likely Alternative
General/Flag Officer Selectee	
Waiver	
Good of the Service	Not Applicable
Other	Not Applicable
None Required	Applicable for COS Officer with a JDA
First Assignment	
JDA List	Possible; No Waiver Required
Critical	Possible
Non-critical	Possible
Service Option	Possible

Figure 4 JSO Designation Prior to 1 Oct 89 Due to JDA Only

lack of Joint experience would be considered when filling Critical billets. In time, however, the issue of JSOs who lack Joint experience could become obscured to the detriment of those serving in the Joint arena. Second, officers who were selected to be JSOs because of a prior JDA do not have the required training and education under current JPE and GNA provisions. Officers in this category who become G/FO-selectees could occupy Joint Critical billets in the future. Under current GNA JPE criteria, they could be woefully unprepared for the duties required of them. Not even the Capstone course required by GNA for all G/FO-selectees would suffice to provide the needed Joint training.

Mid-Transition Career Patterns

The GNA transition period between 1 October 1989-90 is interesting, yet confusing. Congress challenged DOD and the Services on their rendition of Joint training and education that constituted JPE. The result was the sequencing of a phased JPE program plus a JDA leading to JSO nomination and then selection. COS officers are allowed to do this in any sequence as an exception to JPE provisions. These new JPE provisions went into effect 1 October 1990.

During this period, DOD and the Services had to deal with two problems. First, they had to determine how to treat graduates in NWC and ICAF and in the Services' SSCs in the context of JSO nomination and/or a subsequent JDA. Second, they quickly had to develop a personnel management program that dealt with GNA's

new amendments.

Army COS officers who were assigned to JDAs after 1 October 1989 without any qualifying JPE--as of that time--will follow a career pattern as reflected at Figure 5. When selected for G/FO, they require no waivers, but if assigned to a JDA though a JSO-nominee, they cannot occupy a Critical JDA billet. Under current law, the only way this future G/FO could become a JSO-selectee

Implementation of Title IV, 1986 Goldwater-Nichols Act As Amended: The Impact on COS Officer Career Patterns	
Joint Professional Education	Career Pattern
Intermediate Level Staff College	Attended, and/or SSC(-)
National War College	Not Attended
Industrial College of the Armed Forces	Not Attended
Senior Service College(-)	Attended, and/or ILSC Attended
Armed Forces Staff College	Not Attended Prior to 1 Oct 89
Joint Duty Assignment	
JDA List	Yes, or Joint Equivalent After 1 Oct 89
Joint Equivalent	Yes, or JDA After 1 Oct 89
Joint Specialty Officer	
Nominee	Most Likely Alternative
Selected	No
General/Flag Officer Selectee	
Waiver	
Good of the Service	Not Applicable
Other	Not Applicable
None Required	Applicable for COS Officer with a JDA
First Assignment	
JDA List	Possible; No Waiver Required for Non-critical JDA
Critical	Not Available
Non-critical	Possible
Service Option	Likely, for JSO-nominee COS Officer

Figure 5 JSO Nomination After 1 Oct 89 Due to JDA After 1 Oct 89 Without JPE

is to attend the five-week Phase II JPE at the AFSC. Is that a realistic expectation? The answer is no.

Figure 6 shows the career pattern of an COS officer without a prior JDA, who, after 1 October 1990 attends Phase II JPE and then performs a full JDA. Later, the officer is selected for G/FO. This is the career pattern of a JSO-selectee who as a G/FO-selectee needs no waiver. Also, the officer can serve any

Implementation of Title IV, 1986 Goldwater-Nichols Act As Amended: The Impact on COS Officer Career Patterns	
Joint Professional Education	Career Pattern
Intermediate Level Staff College	Attended, and/or SSC(-)
National War College	Not Attended
Industrial College of the Armed Forces	Not Attended
Senior Service College(-)	Attended, and/or ILSC Attended
Armed Forces Staff College	Phase II JPE After 1 Oct 90: Attended
Joint Duty Assignment	
JDA List	Yes, or Joint Equivalent After 1 Oct 90
Joint Equivalent	Yes, or JDA After 1 Oct 90
Joint Specialty Officer	
Nominee	Most Likely Alternative until Full JDA Completed
Selected	Likely, After Completion of Full JDA
General/Flag Officer Selectee	
Waiver	
Good of the Service	Not Applicable
Other	Not Applicable
None Required	Applicable if JDA Completed
First Assignment	
JDA List	Possible; No Waiver Required
Critical	Possible
Non-critical	Possible
Service Option	Possible

Figure 6 JSO Designation After 1 Oct 90 Due to Phase II JPE And JDA After 1 Oct 90

JDA including a Critical JDA billet. In the context of the Army's OPD, this could represent the career pattern of a former Battalion commander who went to a JDA before attending a SSC(-). The significance of this career pattern is two-fold. Professional development could include any ILSC or SSC(-), and later on as a G/FO-selectee, it could provide the Army the flexibility to assign this G/FO-selectee against any of its own requirements rather than to a JDA. An alternative career pattern might resemble that of a Major who is assigned to a Joint billet from a troop environment. In this scenario, the Major has already attended ILSC and has been successful in Branch Qualification that included Battalion XO or S-3 experience. The full JDA in this case might amount to only a two-year minimum JDA. This would be acceptable for COS officers--if the officer was selected for promotion to Lieutenant Colonel and was also selected for Battalion command and needed to command when the opportunity presented itself. From the Army's perspective, this is a good deal. The Joint arena gets a quality officer as reflected in the officer's selection for promotion. The Army gets the promotion statistic, and the Army gets an officer back after a two-year turn-around assignment.

Figure 7 assumes that a no prior-JDA COS officer attends the NWC or ICAF rather than a SSC(-) after 1 October 1990 and then goes to a JDA. Since both Phase I and II JPE are completed upon graduation from the NWC or ICAF, the officer becomes a JSO-nominee during attendance. Additionally, 50 percent of the Army

Implementation of Title IV, 1986 Goldwater-Nichols Act As Amended: The Impact on COS Officer Career Patterns

Joint Professional Education	Career Pattern
Intermediate Level Staff College	Attended
National War College	Phase I and II JPE: Attended; may also have Attended ILSC
Industrial College of the Armed Forces	Phase I and II JPE: Attended; may also have Attended ILSC
Senior Service College(-)	Not Applicable
Armed Forces Staff College	Phase II Only JPE: Not Applicable
Joint Duty Assignment	
JDA List	If Already a JSO: Required; If JSO-nominee Due to Attendance at NWC or ICAF, 50% + 1 of Enrollment Must Be Assigned to a JDA
Joint Equivalent	Same as JDA After 1 Oct 90
Joint Specialty Officer	
Nominee	Required Upon Enrollment to NWC or ICAF; Selection Likely Upon Completion of Full JDA
Selected	Likely, After Completion of Full JDA
General/Flag Officer Selectee	
Waiver	
Good of the Service	Not Applicable
Other	Not Applicable
None Required	Applicable If JDA Completed
First Assignment	
JDA List	Possible; No Waiver Required
Critical	Possible
Non-critical	Possible
Service Option	Possible

Figure 7 JSO Nomination After 1 Oct 90 Due to National War College or Industrial College of the Armed Forces Attendance With JDA After 1 Oct 90

students plus one officer under GNA must be assigned to a JDA upon graduation. JSO selection would occur at some future time after completion of a full JDA. Utilization as a G/FO in this career pattern would be similar to Figure 6. The significance of this career pattern can be seen in the foregoing. A Battalion commander in his second year of command who knows he has been

selected for a SSC could attend the NWC or ICAF followed by a JDA. This would likely place him in a Joint billet about the time he is considered for promotion to Colonel and for command of a Brigade. The timing of his selection for Colonel is important under current GNA provisions as already explained. The disadvantage from the Army's perspective might be that this quality

Implementation of Title IV, 1986 Goldwater-Nichols Act As Amended: The Impact on COS Officer Career Patterns	
Joint Professional Education	Career Pattern
Intermediate Level Staff College	Attended
National War College	Phase I and II JPE: Attended; may also have Attended ILSC
Industrial College of the Armed Forces	Phase I and II JPE: Attended; may also have Attended ILSC
Scavenger Service College(-)	Not Applicable
Armed Forces Staff College	Phase II Only JPE: Not Applicable
Joint Duty Assignment	
JDA List	If Already a JSO: Required; If JSO-nominee Due to Attendance at NWC or ICAF, 50% + 1 of Enrollment Must Be Assigned to a JDA
Joint Equivalent	Same as JDA After 1 Oct 90
Joint Specialty Officer	
Nominee	Required Upon Enrollment to NWC or ICAF; Selection Likely Upon Completion of Full JDA
Selected	Not Applicable, But Likely in the Future After Completion of Full JDA
General/Flag Officer Selectee	
Waiver	
Good of the Service	Required (No JDA), except Other Waiver May Be Possible
Other	Required (No JDA) unless OOS Waiver Granted
None Required	Not Applicable
First Assignment	
JDA List	Required, With Waiver
Critical	Not Possible
Non-critical	Most Likely Alternative
Service Option	Not Possible

Figure 8 JSO Nomination After 1 Oct 90 Due to National War College or Industrial College of the Armed Forces Attendance Without JDA After 1 Oct 90

officer, if not selected for Brigade command, will likely not be available to satisfy purely Army requirements for a four year period.

The career pattern of a COS officer without a previous JDA who attends the NWC or ICAF after 1 October 1990 and who subsequently does not go into a JDA upon graduation is shown at Figure 8. This is not the most desirable outcome because the JPE

Implementation of Title IV, 1986 Goldwater-Nichols Act As Amended: The Impact on COS Officer Career Patterns	
Joint Professional Education	Career Pattern
Intermediate Level Staff College	Attended
National War College	Phase I and II JPE: Attended; may also have Attended ILSC
Industrial College of the Armed Forces	Phase I and II JPE: Attended; may also have Attended ILSC
Senior Service College(-)	Not Applicable
Armed Forces Staff College	May Have Attended Prior to 1 Oct 89 to Qualify as JSO through JPE With or Without a JDA; Not Applicable After 1 Oct 90: Now Phase II JPE
Joint Duty Assignment	
JDA List	Completed Full JDA
Joint Equivalent	Same as JDA After 1 Oct 90
Joint Specialty Officer	
Nominee	Not Applicable; Already a JSO
Selected	Yes, Previously Designated a JSO Completion of Full JDA
General/Flag Officer Selectee	
Waiver	
Good of the Service	Not Required
Other	Not Required
None Required	Applicable
First Assignment	
JDA List	Possible
Critical	Possible
Non-critical	Possible
Service Option	Possible

Figure 9 JSO Designation After 1 Oct 89 Due to National War College or Industrial College of the Armed Forces Attendance After 1 Oct 90

does not get fully utilized immediately. On the other hand, the flexibility inherent in GNA recognizes the Army's need to be selective on the future of quality officers. The significance of this option is that if the Army desires to provide a post-NWC or -ICAF assignment that is not to a JDA, then the Army requirement to which this officer is assigned had better be very important. Hence, selective use of this option is apropos. Anyone selected to attend the NWC or ICAF must be prepared to go to a JDA following graduation.

Figure 9 is similar to Figure 7. The exception is that the COS officer is already a JSO, so designated after GNA 1 October 1989 transition provisions expired. This means that the officer has had the required JPE and a prior JDA before being selected to attend the NWC or ICAF. In this case, because of the JSO designation, there is a 100 percent probability the officer will be assigned to a JDA upon graduation. The advantage of a JDA is the officer can be given a Joint Critical billet. Upon selection for promotion to G/FO, no waivers are required, and the Army has immense flexibility in future assignments.

CONCLUSIONS

The GNA is now and will continue to affect Army COS officer career patterns. The requirement for a JDA as a prerequisite for promotion to G/FO is only one of many GNA requirements. Full implementation may take yet another decade. It takes a high performing COS officer roughly 14 years to receive adequate professional development from Major to Brigadier General. The JDA requirement and all the other provisions have caused and likely will continue to fuel the engine of change in OPD policies and procedures.

Army officers of the highest caliber will be selected for promotion to G/FO. It is likely that most will have served a JDA before their selection. Those selected that have not had a previous JDA will not be excluded from the promotion list because they have not had a prior JDA. On the contrary, those G/FO-selectees without a previous JDA likely will receive from the SECDEF a GOS or Sci/Tech waiver. Those receiving a GOS waiver will serve their first assignment as a G/FO in a non-Critical JDA. Further, it is not likely that the JDAL will be so tightly managed that it could not accommodate the numbers of G/FO-selectees that must go to a JDAL billet because of no previous JDA. Those receiving a Sci/Tech waiver could serve in a JDA at any future time, but the Army likely will use their expertise for their own needs.

The Army will continue Joint personnel policies that have worked well in the past. Department of the Army Pamphlet 600-3

will be revised, but may be of questionable usefulness to the officer corps. The COS "takeout" will be used increasingly to ameliorate pressures on Service requirements. Army Captains will be used to fill Majors' billets as appropriate.

The size of the JDAL will become a contentious issue with the Army. The Joint Staff and Assistant Secretary of Defense, Force Management and Personnel will likely massage the JDAL to accommodate force reductions within the Services.

Various COS officer career patterns exist which could lead to subtle changes in Army OPD. Army headquarters personnel managers are unlikely to make these changes public, but astute officers will pick up what is going on. Three emerging policies will likely continue in the future.

First, the Army will focus on identifying early superstars--those selected for promotion to Major earlier than their contemporaries. These young high performers will be directed toward the Joint arena in large quantities. The purpose will be to allow them to complete their ILSC and Phase II JPE, serve a JDA, and go on to Branch Qualification as a Battalion XO or S-3 to compete for selection to Battalion command. As it stands now, without competition for Battalion command, Majors likely will not progress beyond Lieutenant Colonel. High quality JSOs for the future will require an investment now. This process may take ten plus years to develop fully.

Second, high quality officers not identified earlier--those that are selected for Battalion command who have not served a

prior JDA--need to serve a JDA as soon as practical after they relinquish Battalion command. Statistically, successful former Battalion commanders are probably going to be selected for attendance at a SSC and selected for promotion to Colonel. With close management, these COS officers might serve a two-year minimum tour, get credit for a full JDA, and be sent to the SSC using a COS "takeout." The Army needs these high performing officers for their own requirements, but GNA's promotion criteria for Colonel must be met. Hence, the Army might have to forego their services until JDA requirements are satisfied.

Third, successful former Battalion commanders who have more than a 50-50 chance of being selected for Brigade command, who have attended or will attend a SSC, and who have not served a prior JDA should do so. COS officers get credit for serving a full JDA with a minimum of a two-year assignment with COS "take-out."

RECOMMENDATIONS

A former Army Chief of Staff wrote in 1982 that there had been 20 studies of the Joint Chiefs of Staff (JCS) over a 38 year period. He said, "We don't need any more studies, we need action."³¹ Yet it took another four years before the Congress acted and reorganized DOD through passage of the Goldwater-Nichols Act. Hopefully, the recommendations below can be implemented in less than four years.

Solutions to GNA implementation problems will not come easy. The issues are complex, interwoven, and muddled. Still, progress can be made.

- The Army should revise Department of the Army Pamphlet 600-3 to reflect emerging GNA requirements affecting COS officers. Consistency between COS branches is needed, especially in the timing of JDAs in career patterns.
- The Army should make more use of the COS "takeout." Higher numbers of COS officers could get a JDA with more intensive personnel management.
- The Army and the Assistant Secretary of Defense, Force Management and Personnel should determine an acceptable rate for Army GOS waivers. Congress must be persuaded to go along. The rate would act as a guide to determine if Joint policies are being met. Increasingly, it will be difficult to argue that the spirit and intent of GNA is being met if the GOS waiver rate is 25 percent of G/FO-selectees.

- The Joint Staff and Assistant Secretary of Defense, Force Management and Personnel should adjust the size of the JDAL. The JDAL should mirror the Services' future force composition and size.
- The Assistant Secretary of Defense, Force Management and Personnel should continue indefinitely the Title IV Implementation Action Groups. Publication of a DOD directive on Joint Officer Management is appropriate.

ENDNOTES

¹U.S. Congress, House Report 99-700, Bill Nichols Department of Defense Reorganization Act of 1986, U.S. Government Printing Office, Washington, D.C., 1986, p. 33.

²U.S. Congress, Public Law 99-433, Goldwater-Nichols Department of Defense Reorganization Act of 1986, U.S. Government Printing Office, Washington, D.C., October 1, 1986, Title IV, Sections 66¹ 668.

³U.S. Department of Defense, Department of Defense Directive Number 1320.5, "Assignment to Joint Tours of Duty", Department of Defense, Washington, D.C., July 26, 1986, p. 1.

⁴Ibid., pp. 1-3.

⁵Steadman, Richard C., Report to the Secretary of Defense on the National Command Structure, U.S. Government Printing Office, Washington, D.C., 1978, pp. 51, 62-65.

⁶House Report 99-700, p. 41.

⁷Ibid., p. 68.

⁸Interview with Lt Col Lerum, USAF, Assistant Secretary of Defense, Force Management and Personnel, Chairman of the Department of Defense Title IV Implementation Action Officer Working Panel, Department of Defense, Washington, D.C., 13 and 14 November 1991.

⁹Interview with LTC Showers, USA, The Joint Staff, Member of the Department of Defense Title IV Implementation Action Officer Working Panel and Joint Staff Action Officer for Title IV implementation, Washington, D.C., 13 November 1991. See also The Joint Chiefs of Staff, Joint Officer Management, JCS Admin Pub 1.2, The Joint Staff, Washington, D.C., 30 June 1989.

¹⁰Interview with LTC Davis, USA, U.S. Total Army Personnel Command, Member of the Department of Defense Title IV Implementation Action Officer Working Panel, Department of the Army, Washington, D.C., 13 November 1991.

¹¹See Coats, Julius E. Jr., Joint Duty Prerequisite for Promotion to O7 (Brigadier General), Individual Study Project, U.S. Army War College, Carlisle Barracks, PA, 13 March 1989 for an interesting discussion of the challenges of implementing the Goldwater-Nichols Act. Coats' study, however, is not based on empirical data.

¹²Public Law 99-443, Section 662 as amended.

¹³Information was provided on a non-attribution basis. Source(s) will not be identified.

¹⁴Information was provided on a non-attribution basis. Source(s) will not be identified.

¹⁵The Joint Staff, Joint Duty Assignment List Data (JDAL), Fiscal Years 1987-92, Washington, D.C., November 1991.

¹⁶Public Law 99-433, Section 619 as amended.

¹⁷JCS Admin Pub 1.2, p. VII-1.

¹⁸Public Law 99-433, Section 662, as amended.

¹⁹U.S. Department of Defense, Report of the Secretary of Defense to the President and the Congress, Appendix D, "Goldwater-Nichols Act Implementation Report", U.S. Government Printing Office, Washington, D.C., January 1991, pp. 125-6, 130.

²⁰General Accounting Office, Report GAO/NSIAD-89-113, Implementation Status of Joint Officer Personnel Policies, U.S. Government Printing Office, Washington, D.C., April 1989, pp. 14-15.

²¹See professional development objectives for Army combat arms branches in Commissioned Officer Professional Development and Utilization, Department of the Army Pamphlet 600-3, U.S. Government Printing Office, Washington, D.C., 29 August 1989 for an explanation of career progression expectations.

²²Gresh, Gary L. et al, The Military Education Level One Study (MEL-1), a Group Study Project, U.S. Army War College Military Studies Program, U.S. Army War College, Carlisle Barracks, PA, 4 May 1990, p. III-17.

²³See the 1991 DOD Goldwater-Nichols Act Implementation Report, Table D-12, p. 126.

²⁴Gresh et al, Figure 3-3, p. III-16.

²⁵Information was provided on a non-attribution basis. Source(s) will not be identified.

²⁶Information was provided on a non-attribution basis. Source(s) will not be identified.

²⁷House Report 99-700, pp. 33 and 38.

²⁸Public Law 99-433, Section 663 as amended.

²⁹JCS Admin Pub 1.2, p. IV-2.

³⁰JDAL Data.

³¹Meyer, Edward C., "The JCS - How Much Reform Is Needed?", Armed Forces Journal International, April 1982, Washington, D.C., p. 88.

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